



House of Representatives

General Assembly

File No. 350

January Session, 2011

Substitute House Bill No. 6257

House of Representatives, April 4, 2011

The Committee on Higher Education and Employment Advancement reported through REP. WILLIS of the 64th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT CONCERNING A STRATEGIC PLAN FOR HIGHER EDUCATION.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

1 Section 1. Section 10a-6 of the general statutes is repealed and the
2 following is substituted in lieu thereof (*Effective from passage*):

3 (a) The Board of Governors of Higher Education shall: (1) Establish
4 state-wide policy and guidelines for Connecticut's system of public
5 higher education; (2) [develop] implement a strategic master plan for
6 higher education and postsecondary education [, consistent with] (A)
7 that considers the goals in subsection (b) of this section, and (B) in
8 accordance with section 10a-11b, as amended by this act; (3) establish
9 state-wide tuition and student fee policies; (4) establish state-wide
10 student financial aid policies; (5) monitor and evaluate institutional
11 effectiveness and viability in accordance with criteria established by
12 the board; (6) merge or close institutions in accordance with criteria
13 established by the board provided (A) such recommended merger or

14 closing shall require a two-thirds vote of the board, and (B) notice of
15 such recommended merger or closing shall be sent to the committee
16 having cognizance over matters relating to education and to the
17 General Assembly; (7) review and approve mission statements for the
18 constituent units and role and scope statements for the individual
19 institutions and branches thereof; (8) review and approve any
20 recommendations for the establishment of new academic programs
21 submitted to the board by the constituent unit boards of trustees, and,
22 in consultation with the affected constituent units, provide for the
23 initiation, consolidation or termination of academic programs. The
24 Board of Governors of Higher Education shall notify the board of
25 trustees affected by the proposed termination of an academic program.
26 [Within] Not later than ninety days [of] after receipt of such notice,
27 said trustees shall accept or reject the termination proposal and shall
28 notify the Board of Governors of Higher Education of its action. If the
29 termination proposal is rejected by the trustees, the Board of
30 Governors of Higher Education may override the rejection by a two-
31 thirds vote; (9) develop criteria to ensure acceptable quality in
32 programs and institutions and enforce standards through licensing
33 and accreditation; (10) prepare and present to the Governor and
34 General Assembly, in accordance with section 10a-8, consolidated
35 operating and capital expenditure budgets for public higher education
36 developed in accordance with the provisions of [said] section 10a-8
37 and section 10a-9; (11) review and make recommendations on plans
38 received from the constituent unit boards of trustees for the continuing
39 development and maximum utilization of the state's public higher
40 education resources; (12) appoint advisory committees to assist in
41 defining and suggesting solutions for the problems and needs of
42 higher education; (13) establish an advisory council for higher
43 education with representatives from public and private institutions to
44 study methods and proposals for coordinating efforts of all such
45 institutions in providing a stimulating and enriched educational
46 environment for the citizens of the state, including measures to
47 improve educational opportunities through alternative and
48 nontraditional approaches such as external degrees and credit by

49 examination; (14) coordinate programs and services throughout public
50 higher education and between public and independent institutions,
51 including procedures to evaluate the impact on independent
52 institutions of higher education of proposals affecting public
53 institutions of higher education; (15) make or enter into contracts,
54 leases or other agreements in connection with its responsibilities under
55 this part, provided all acquisitions of real estate by lease or otherwise
56 shall be subject to the provisions of section 4b-23; (16) be responsible
57 for the care and maintenance of permanent records of institutions of
58 higher education dissolved after September 1, 1969; (17) prepare and
59 present to the Governor and General Assembly legislative proposals
60 affecting public higher education, including proposals which utilize
61 programs and facilities of independent institutions of higher
62 education; (18) develop and maintain a central higher education
63 information system and establish definitions and data requirements for
64 the state system of higher education; and (19) undertake such studies
65 and other activities as will best serve the higher educational interests
66 of the state.

67 (b) Within the limits of authorized expenditures, the policies of the
68 state system of higher education shall be consistent with the following
69 goals: (1) To ensure that no qualified person be denied the opportunity
70 for higher education on the basis of age, sex, ethnic background or
71 social, physical or economic condition, (2) to protect academic
72 freedom, (3) to provide opportunities for education and training
73 related to the economic, cultural and educational development of the
74 state, (4) to assure the fullest possible use of available resources in
75 public and private institutions of higher education, (5) to maintain
76 standards of quality ensuring a position of national leadership for state
77 institutions of higher education, (6) to [apply the resources of higher
78 education to the] respond to the needs and problems of society, [and]
79 (7) to foster flexibility in the policies and institutions of higher
80 education to enable the system to respond to changes in the economy,
81 society, technology and student interests, (8) to promote the economic
82 development of the state in order to help business and industry sustain
83 strong economic growth, (9) to ensure affordability of higher education

84 and efficient use of resources, and (10) to join with the elementary and
85 secondary schools to improve teaching and learning at all levels. Said
86 board shall review recent studies of the need for higher education
87 services, with special attention to those completed pursuant to
88 legislative action, and to meet such needs shall initiate additional
89 programs or services through one or more of the constituent units.

90 (c) Repealed by P.A. 83-533, S. 53, 54.

91 (d) The board of governors shall request and receive, or be provided
92 electronic access to, data, reports and other information from the
93 constituent units of the state system of higher education that is
94 necessary for the board to carry out its responsibilities pursuant to this
95 section.

96 Sec. 2. Section 10a-11b of the general statutes is repealed and the
97 following is substituted in lieu thereof (*Effective from passage*):

98 (a) There is established a [Blue Ribbon Commission] Planning
99 Commission for Higher Education to develop and [implement] ensure
100 the implementation of a strategic master plan for higher education in
101 Connecticut.

102 (1) The commission shall consist of the following voting members:
103 (A) Two members appointed by the speaker of the House of
104 Representatives, who shall have experience as former administrators
105 or faculty members in independent institutions of higher education in
106 this state; (B) two members appointed by the president pro tempore of
107 the Senate, one of whom shall be a former administrator or faculty
108 member of a regional community-technical college and one of whom
109 shall be a former administrator or faculty member of The University of
110 Connecticut; (C) two members appointed by the majority leader of the
111 House of Representatives, one of whom shall be a former
112 administrator or faculty member of a state university in the
113 Connecticut State University System and one of whom shall be a
114 former administrator or faculty member of Charter Oak State College;
115 (D) two members appointed by the majority leader of the Senate, one

116 of whom shall have experience in the field of arts and culture and one
117 of whom shall have experience in the field of health care; (E) two
118 members appointed by the minority leader of the House of
119 Representatives who shall have knowledge and expertise in science
120 and technology; (F) two members appointed by the minority leader of
121 the Senate who shall represent state-wide business organizations; and
122 (G) four members appointed by the Governor, one of whom shall
123 represent a nonprofit education foundation, one of whom shall have
124 experience in university research and its commercial application and
125 one of whom shall have experience in the field of education from
126 prekindergarten to grade twelve, inclusive. The commission
127 membership shall reflect the state's geographic, racial and ethnic
128 diversity.

129 (2) The following persons shall serve as ex-officio nonvoting
130 members on the commission: (A) The Commissioners of Higher
131 Education, Education and Economic and Community Development,
132 and the Labor Commissioner, or their designees; (B) the chairpersons
133 of the boards of trustees and the chief executive officers of each
134 constituent unit of the state system of higher education, or their
135 designees; (C) the chairperson of the board and president of the
136 Connecticut Conference of Independent Colleges, or their designees;
137 (D) the director of the Office of Workforce Competitiveness, or the
138 director's designee; (E) the chairpersons and ranking members of the
139 joint standing committee of the General Assembly having cognizance
140 of matters relating to higher education and employment advancement;
141 and (F) the Secretary of the Office of Policy and Management, or the
142 secretary's designee.

143 (3) The commission shall elect a chairperson at its first meeting. Any
144 vacancies shall be filled by the appointing authority. The term of each
145 appointed member of the commission shall be three years from the
146 date of appointment. The commission members shall serve without
147 compensation except for necessary expenses incurred in the
148 performance of their duties. The commission may seek the advice and
149 participation of any person, organization or state or federal agency it

150 deems necessary to carry out the provisions of this section. The
151 commission may, within available appropriations, retain consultants to
152 assist in carrying out its duties. The commission may receive funds
153 from any public or private sources to carry out its activities.

154 (b) [The] In accordance with subdivision (2) of subsection (a) of
155 section 10a-6, as amended by this act, the commission shall develop
156 and ensure the implementation of a strategic master plan that:
157 [promotes the following overall goals for higher education in this state:
158 (1) Ensure equal access and opportunity to post-secondary education
159 for all state residents, (2) promote student achievement, including
160 student performance, retention and graduation, (3) promote economic
161 competitiveness in the state, (4) improve access to higher education for
162 minorities and nontraditional students, including, but not limited to,
163 part-time students, incumbent workers, adult learners, former inmates
164 and immigrants, and (5) ensure the state's obligation to provide
165 adequate funding for higher education.

166 (c) The commission shall:]

167 (1) [Examine] Examines the impact of [demographics and]
168 demographic, workforce and education trends on higher education in
169 the state;

170 [(2) Address the challenges related to increasing the number of
171 young people in the state earning a bachelor's degree, increasing the
172 number of young people entering the state's workforce and the
173 disparity in the achievement gap between minority students and the
174 general student population;

175 (3) Develop and implement a strategic master plan for higher
176 education that identifies specific short-term and long-term goals for
177 the state that reflect the unique missions of each constituent unit of the
178 state system of higher education and each independent institution of
179 higher education in the state and includes benchmarks for achieving
180 those goals by 2010, 2015 and 2020;]

181 (2) (A) Establishes numerical goals for 2015 and 2020 to increase the
182 number of people earning a bachelor degree, associate degree or
183 certificate, increases the number of people successfully completing
184 coursework at the community college level and the number of people
185 entering the state's workforce and eliminates the postsecondary
186 achievement gap between minority students and the general student
187 population, and (B) includes specific strategies for meeting such goals,
188 as well as strategies for meeting the goals pursuant to subdivision (2)
189 of subsection (a) of section 10a-6, as amended by this act;

190 [(4) Examine funding policies for higher education including] (3)
191 Examines and recommends changes to funding policies, practices and
192 accountability in order to (A) align policies and practices with the
193 goals set forth in subsection (b) of section 10a-6, as amended by this
194 act, including the development of a finance model for the allocation of
195 state appropriations to the constituent units that includes both a base
196 amount of funding and the use of performance-based incentive
197 funding for at least a portion of such allocation; (B) determine how the
198 constituent units shall annually report to the General Assembly and
199 the public in a transparent and thorough manner regarding each
200 constituent unit's expenditures, staffing and state support, including
201 the state appropriation, personnel expenses, personnel fringe benefits,
202 capital improvement bonds and financial aid to students; (C) improve
203 coordination of appropriation, tuition and financial aid and seek ways
204 to maximize funding through federal and private grants; and

205 [(5) Recommend] (4) Recommends ways in which each constituent
206 unit of the state system of higher education and independent
207 institution of higher education in the state can, in a manner consistent
208 with such institution's mission, expand such institution's role in
209 advancing the state's economic growth. [; and]

210 [(6) Submit a biennium report prepared by the Department of
211 Higher Education to the Governor and the General Assembly on the
212 progress made toward achieving the benchmarks established in the
213 strategic plan.]

214 (d) In developing the strategic master plan, the commission shall
215 review the plans pursuant to sections 10a-6, as amended by this act,
216 and 10a-11. [and the report titled "New England 2020: A Forecast of
217 Educational Attainment and its Implications for the Workforce of New
218 England States" prepared by the Nellie Mae Education Foundation.] In
219 addition, the commission may consider the following: (1) Establishing
220 incentives for institutional performance and productivity; (2)
221 increasing financial aid incentive programs, especially in workforce
222 shortage areas and for minority students; (3) implementing mandatory
223 college preparatory curricula in high schools and aligning such
224 curricula with curricula in institutions of higher education; (4) seeking
225 partnerships with the business community and public institutions of
226 higher education to serve the needs of workforce retraining that may
227 include bridge programs in which businesses work directly with
228 higher education institutions to move students into identified
229 workforce shortage areas; (5) establishing collaborative partnerships
230 between public high schools and institutions of higher education; (6)
231 implementing programs in high school to assist high school students
232 seeking a college track or alternative pathways for post-secondary
233 education, such as vocational and technical opportunities; (7)
234 developing policies to promote and measure retention and graduation
235 rates of students, including graduation rates for students who have
236 transferred among two or more constituent units or public institutions
237 of higher education; (8) addressing the educational needs of minority
238 students and nontraditional students, including, but not limited to,
239 part-time students, incumbent workers, adult learners, former inmates
240 and immigrants, in order to increase enrollment and retention in
241 institutions of higher education; and (9) addressing the affordability of
242 tuition at institutions of higher education and the issue of increased
243 student indebtedness.

244 (e) Not later than [October 1, 2008] January 1, 2012, the commission
245 shall submit a preliminary report on the development of the strategic
246 master plan and, not later than January 1, 2013, the commission shall
247 submit the strategic master plan, including specific goals and
248 benchmarks for the years ending [2010,] 2015 and 2020, together with

249 any recommendations for appropriate legislation and funding to the
 250 Governor and the joint standing committees of the General Assembly
 251 having cognizance of matters relating to higher education and
 252 employment advancement, education, commerce, labor and
 253 appropriations, in accordance with the provisions of section 11-4a.

254 (f) On or before January 1, [2009] 2014, and biennially thereafter,
 255 [until January 1, 2021,] the commission shall submit a report, prepared
 256 by the Department of Higher Education, to the Governor and the joint
 257 standing committees of the General Assembly having cognizance of
 258 matters relating to higher education and employment advancement,
 259 education, commerce, labor and appropriations, in accordance with
 260 section 11-4a, on the implementation of the plan and progress made
 261 toward achieving the goals specified in the plan. The commission may
 262 periodically suggest changes to the goals as necessary.

263 [(g) The commission shall terminate on January 1, 2021.]

This act shall take effect as follows and shall amend the following sections:		
Section 1	<i>from passage</i>	10a-6
Sec. 2	<i>from passage</i>	10a-11b

Statement of Legislative Commissioners:

In section 2(b), "implement" was changed to "ensure the implementation of" for consistency and in section 2(e), "master plan. Not later" was changed to "master plan and, not later" for clarity.

HED *Joint Favorable Subst.*

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note**State Impact:**

Agency Affected	Fund-Effect	FY 12 \$	FY 13 \$
Higher Ed., Dept.	GF - Cost	None	Up to 100,000

Note: GF=General Fund

Municipal Impact: None

Explanation

The bill, which requires the Department of Higher Education (DHE) to implement, rather than develop, a strategic master plan for higher education, will result in a cost of up to \$100,000 in FY 13.

Currently, DHE does not have the staff to implement the strategic plan and would require the assistance of a consultant to fully implement the newly developed plan. It is estimated that contracting with a consultant who specializes in this area would cost up to \$100,000 in FY 13¹

In PA 07-1, of the June Special Session, an appropriation of \$200,000 was made to DHE (Other Expenses) for the purposes of developing the strategic plan. In FY 08, \$100,000 of the funding lapsed, as no appointments were made to the Blue Ribbon Commission, and the other \$100,000 was rescinded in PA 08-1, of the November Special Session (FY 09 Deficit Mitigation).

The Out Years

¹ The National Center for Higher Education Management Services (NCHEMS) has provided a rough quote of \$200,000 to complete the requirements of the strategic plan. This agency is currently undertaking similar strategic plan projects in the state of California and Illinois.

It is estimated that DHE would require an additional \$100,000 for consulting services in FY 14.

OLR Bill Analysis**sHB 6257*****AN ACT CONCERNING A STRATEGIC PLAN FOR HIGHER EDUCATION.*****SUMMARY:**

This bill modifies the requirements of the strategic master plan for higher education required under existing law. It requires the Board of Governors of Higher Education to implement, rather than develop, a strategic master plan for higher education. It renames the Blue Ribbon Commission as the Planning Commission for Higher Education and requires it to develop and ensure the implementation of the strategic master plan. The bill restates and expands some existing plan requirements, eliminates others, and creates additional goals for the state higher education system.

The bill requires the commission to submit (1) a preliminary report on the development of the strategic master plan by January 1, 2012 and (2) the plan by January 1, 2013. It allows the commission to periodically suggest changes to the goals as necessary and eliminates (1) its January 1, 2021 termination date and (2) outdated and redundant reporting requirements.

EFFECTIVE DATE: Upon passage

STRATEGIC MASTER PLAN REQUIREMENTS

The bill restates existing requirements in this plan concerning degree attainment, the number of people entering the workforce, and the achievement gap. It requires the plan to establish numerical goals for 2015 and 2020 that (1) eliminate the postsecondary achievement gap between minority students and the general student population and (2) increase the number of people (a) earning a bachelor degree,

associate degree, or certificate; (b) completing coursework at community colleges; and (c) entering the state's workforce. The plan must also provide specific strategies for meeting the goals and consider the impact of education trends on higher education in Connecticut.

The bill expands the existing requirement for the commission to examine higher education funding policies. It requires the commission to examine and make recommendations concerning:

1. the alignment of funding policies and practices with the priorities identified in the public agenda priorities report, including the development of a finance model that uses performance-based incentive funding as the basis for at least part of the constituent units' state appropriations and
2. transparent and thorough annual reporting by the constituent units to the General Assembly and the public of their expenditures, staffing, state appropriation, personnel expenses and fringe benefits, capital improvement bonds, and state financial aid to students.

The bill also allows the commission, when considering policies concerning the measurement of retention and graduation rates, to consider graduation rates for students who transfer among constituent units or public institutions of higher education.

The bill eliminates a requirement for the strategic master plan to promote five overall goals for higher education in Connecticut. The goals relate to postsecondary access and opportunity, student achievement, economic competitiveness, and funding. Under the bill, the strategic master plan addresses these issues without specifically promoting them as goals. The bill also eliminates requirements for the plan to consider (1) the unique missions of each constituent unit and independent institution of higher education and (2) the report "New England 2020: A forecast of Educational Attainment and its Implications for the Workforce of New England States."

GOALS FOR STATE SYSTEM OF HIGHER EDUCATION

By law, the policies of the state system of higher education must be consistent with goals enumerated in statute. The bill adds the goals of (1) promoting the state's economic development in order to help business and industry sustain strong economic growth, (2) ensuring affordability and efficient use of resources, and (3) joining with elementary and secondary schools to improve teaching and learning at all levels. The bill also requires the strategic master plan to include strategies for meeting these goals.

COMMITTEE ACTION

Higher Education and Employment Advancement Committee

Joint Favorable Substitute

Yea 19 Nay 0 (03/17/2011)